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ABSTRACT

This bulletin is comprised of nine papers that address the issues concerning the development of competency-based designs for teacher education and certification. In the first paper, Dickson traces the origins of competency-based teacher education (CBTE) and concludes with some implications of CBTE and its future potential. In the second paper, Andrews discusses three problems of CBTE: (a) defining a competency and competency-based education (CBE), (b) keeping abreast of CBE activities in each state, and (c) deciding whether the specified competencies are ones that will make a difference in children's learning. In the third paper, Burton focuses on developments relating to CBTE and four Career Opportunities Program projects in Washington State. In the fourth paper, Johnson focuses on how the theory of CBE is put into action. In the fifth paper, Schalock presents an overview of the certification process as it now tends to be carried out and raises some questions about certification that stem from a CBTE approach. In the sixth paper, Kemble examines the social context of and the politics behind competency- or performance-based teacher education. In the seventh paper, Riessman questions whether CBTE is a hoax, panacea, or modest step forward. Descriptions of the proceedings of three CBTE workshops conclude this bulletin. (PD)

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INTRODUCTORY NOTE

The development of competency-based designs for both teacher education and certification continues to be of high interest within COP and i education at large. During the past several months, several COP conferences have addressed these issues. We have brought together here material selected from two of them -- a Region X Conference held in Boise, Idaho, and a Region II Conference held in New York City. In the organization of the conferences, the respective RPOs, Hyrum Smith and John Sokol, played leading roles, as did the host Project Directors, Harold Goff and Gladstone Atwell. The material here was compiled by Gina Schachter.

Alan Gartner

CONTENTS

1	CBTE: Its Origins and Its State	George Dickson
15	On Competency-Based Teacher Education	Theodore Andrews
17	The Career Opportunities Program: A Catalyst for Developing Competency-Based Teacher Education Programs	Warren Burton
20	Implementing Competency-Based Teacher Education	Charles E. Johnson
33	Implications of the Competency-Based Teacher Education Movement for Teacher Certification	H.D. Schalock
	Competency-Based Teacher Education: Hoax, Panacea, or Modest Step Forward?	
38	Statement	Eugenia Kemble
44	Remarks	Frank Riessman
	Region II CBTE Conference, Workshop Proceedings	
45	Workshop A: Tooling Up for CBTE at the Institute of Higher Education	Charles E. Johnson, Leader Gina Schachter, Recorder
49	Workshop B: Identifying Competencies: The Task Analysis Approach	Edward Lander, Leader Valerie Cunningham, Recorder
54	Workshop C: Local Education Agencies and the Institute of Higher Education Partnership toward CBTE	James Collins, Leader Musette El-Mohammed, Recorder

CBTE: ITS ORIGINS AND ITS STATE

George E. Dickson, Dean
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"Change is inevitable in a progressive country. Change is constant."
--Disraeli, 1867

These statements are just as true in 1974 as they were when Disraeli penned them in 1867. In an age of rapid technological change punctuated by value laden conflicts premised on philosophical polarities, American society keeps changing. Writings by anthropologists, particularly Spindler and Mead, have emphasized the ambiguous position of the school trapped by the emergent thrust of values and yet confirmed as the transmitter of traditional values. But nevertheless, schools do change as society changes. Serious questions about educational change have arisen over its speed and quality. Critics have addressed themselves to the problem and generally have condemned the schools for failure to be relevant to society in general, and this has been particularly the case in the area of educational opportunity for minority youth.

But irrespective of the particular debate, it can be documented that all institutions, whether they be political, medical, religious, or educational, tend to rigidify the human behavior of their clients. Obviously, the body social, the organization, needs to develop change strategies sufficient to cope with the evolutionary needs of society.

Having been associated with what is commonly known as competency- or performance-based teacher education for the past six years, I submit to you that this educational concept and program is the type of change strategy which can go far toward providing a systematic approach to handling educational complexity and which will be more than a haphazard attempt to modernize teacher education. In the following remarks I will attempt to make this point more evident by tracing the origins of competency-based teacher education and, hopefully, showing some of its promise for the future. Incidentally, I prefer the term "competency-based teacher education" to "performance-based teacher education" because I agree with Margaret Lindsey that the latter title is limiting and that what we are really interested in is the competence that professional educators are expected to possess and demonstrate.[1]

My support for CBTE begins with the assumption that teacher education has a direct relationship to what happens to children in a classroom and that both are subject to the reciprocal influence of the needs and goals of society. When one begins to apply such an assumption to teacher education program development, it becomes evident why a new form of teacher education must be established which is as different from existing, traditional programs as those programs are from the needs and goals of present day society.

Reform and improvement in teacher education have been a subject about which much has been said but often little done. The general, prevailing programs of teacher education today are much as they were at the close of World War II. They were designed for a time before atomic energy and energy crises, a world of continuing conflict and bloodshed, the overwhelming increase of knowledge, new social upheavals, the development of new technology -- in short, for a different time. On the other hand, some aspects of the education of children in schools have experienced accelerated change. This phenomenon has been with us for quite some time and there is no indication that it is disappearing. Change has occurred in instructional materials, instructional organization, school administration, and in many other school conditions. Few aspects of school systems have been immune to change. But most teacher educators are basically conservative by nature and teacher training has been likely the most conservative of all branches of education. The majority of teacher education programs today operate without any prior comprehensive conceptualization from useful research findings and societal concerns. Very few are built on assumptions about the role of the learner, the changing role of the teacher in a changing society, and the kinds of skills and attitudes that a teacher needs in order to continue to grow as a teacher and as a person. The conceptualization of most programs of teacher education today are in terms of the particular courses needed to meet a particular set of certification and/or accreditation standards. Most programs are designed without a research or theoretical base.

There has now been 40 years of empirical research in the field of teacher education attempting to answer the question of how the behavior of an individual preparing to teach can be made to conform to acceptable patterns. Such research has been concerned with the analysis of teaching behavior and the conception of such behavior as a complex of skills that can be identified and practiced systematically under specifiable conditions. More and more we are finding out what is involved in preparing an effective teacher. Modern teacher education programs must now incorporate such findings and cease basing their efforts on tradition and mysticism.

In the past few years, many conferences on CBTE, as well as a veritable flood of literature on the subject, indicate that a major answer to real change in teacher education is the strategy involved in the development of competency-based programs where the outcomes expected to be derived from such programs are clearly specified. Operationally, this means that the knowledge, skills, attitudes, sensitivities, competencies and so on that prospective teachers are expected to have upon completion of a teacher education program are specified and the indicators which are acceptable as evidence for the realization of these outcomes are made known. This type of teacher training is called competency-based teacher education. Such efforts simply mean that the competencies to be acquired by the student and the criteria to be applied in assessing the competency of a student are made explicit, and the student is held accountable for meeting these criteria. The teacher competencies to be specified are those involved in the particular teacher understandings, skills, attitudes, and behaviors that facilitate the intellectual, social, emotional, and physical growth of children.

Three types of criteria are used in determining such competencies: knowledge criteria, performance criteria, and product or consequence criteria. Knowledge criteria are used to guage a teacher's cognitive understandings. Performance criteria are employed to assess teaching behaviors. Product criteria are used to assess ability to teach by examining the performance and progress of the pupils who have been taught.

This trend in American teacher education is obviously toward a stronger emphasis on performance and product. An increasing number of people in the teaching profession are becoming unwilling to accept the assumption that simply because someone "knows" something he/she can necessarily apply this knowledge. We are becoming increasingly uncomfortable with the magnitude of inference between "knowing" and "doing," and the time has come to ask prospective teachers for the evidence of what is expected of them as well as that which is specified for them. Knowing and the ability to apply what is known are two very different matters.[2]

When the proponents of competency-based teacher education find the time to explore the antecedents of their activities, they more and more realize that CBTE is a concept whose time has come. The term "competency" is not new. A number of proponents of CBTE, such persons as Norman Dodl, Wesley Sowards, William Drummond, myself, and others, who were students at Stanford University in the late '40s and early '50s well remember the use of the term by Lucien Kinney in his teacher education classes and work with the California Council on Teacher Education.[3] But it was not until the late '50s and early '60s that events in teacher education began to occur which signaled the coming of CBTE.

Prior to 1957 and Sputnik, teacher education had been the particular province of teacher educators in colleges and universities and state departments of education. However, a phenomenon called the National Council for the Accreditation of Teacher Education (NCATE) was underway and growing because state accrediting of teacher education programs had been much too diverse, even haphazard, and the quality of teacher education activities ranged from excellent to pitiful. But when the USSR bested U.S. technology by placing the first satellite in orbit around the earth, a cry was raised to find the culprits for this U.S. failure. The obvious wrongdoer was our sleeping, defenseless educational system, especially that portion of it concerned with the preparation of teachers. As American education was stirred from its lethargy, all sorts of institutions and forces came to the rescue with a wide variety of notions for remedying the ills of teacher preparation and competency.

For the first time the federal government entered the arena of teacher education to a considerable extent with the National Defense Education Act which encouraged a larger role for the academic disciplines, mathematics, and sciences in teacher education, as well as more emphasis on the guidance and counseling of youth so that the more able students would find their way into proper, rigorous academic programs. At about the same time the Ford Foundation began its massive supporting of the Master of Arts in Teaching concept which further emphasized the liberal arts and academic disciplines accompanied by a limited concern for the professional education component of the teacher education curriculum.

The emphasis on academics was met with a counteremphasis from the professional education community. The NEA's National Commission on Teacher Education and Professional Standards (TEPS) convened a series of yearly national conferences on teacher education which brought together academicians and professional educators and finally resulted in a national call for teacher education reform through the publication New Horizons for the Teaching Profession.[4] The new horizons advocated by TEPS touched all aspects of teacher education, curriculum, accreditation, certification, selective admission and retention, and governance (including professional standards boards and professional practices commissions). Most interesting was its demand for teacher competence by stating that "Demonstration of competence will be an integral part of the program of professional preparation"[5] and "the present lockstep of uniform credits will give way to the direct reporting of competence."[6] New Horizons also advocated program individualization, giving students responsibility over their own education, a continuous process of preservice and inservice education, and an internship.

During the same time, TEPS, AACTE, the Council of Chief State School Officers, and the National School Boards Association continued their support of NCATE and this organization began to have a tremendous impact upon the direction and content of teacher education as institution by institution worked diligently to meet NCATE standards and achieve national accreditation. There was one moment of hesitation in NCATE's success story triggered by the Wisconsin assault on the NCATE standards, but the storm was weathered by revising and adopting more flexible standards plus liberal arts representation on the NCATE Council. The success of this movement is recorded in the fact that by 1970 NCATE-accredited institutions prepared four-fifths of all new teachers.[7] The teacher education giant had been awakened and mildly challenged and nothing would ever quite be again as it was before Sputnik.

In the early and middle '60s, unknown to many teacher education challengers, conservatives and operators, further events were taking place which would pave the way for the introduction of what we now know as competency-based teacher education. These events can be summed up by referring to federal programs and educational research (with much of the latter being funded through federal programs).

The history of federal programs in education conceived and initiated after NDEA is well known and does not need further documentation. NDEA was followed by the Elementary and Secondary Education Act, the Education Professions Development Act, and Model Cities, to name a few key pieces of legislation. These acts stimulated demonstration reform programs in teacher education such as the Teacher Corps, Triple T, Career Opportunities Program (New Career Ladders), Urban/Rural School Development, and the Title I and Title III portions of the ESEA. Although a number of these programs emphasized a liberal arts viewpoint in teacher education, they did result in great concern for the policy and content of inservice training, highlighted experimental teacher training programs, encouraged parental and student influence in teacher education, featured the concept of parity in the governance of teacher education efforts, and even bypassed the traditional route of teacher preparation through teacher education institutions by placing training funds

directly in local schools. One program in particular, the Teacher Corps, early subscribed to the competency-based approach to teacher training and has continued to be a strong proponent of this concept.

Until the early '60s, research in teacher education had tended to focus on four main areas: present practices; characteristics of personality associated with various teacher behaviors; aspects of training and experience associated with different kinds of teaching behavior or criteria of teaching success, and comparative effects of different methods of educating teachers and other educational personnel.[8] However, with the dissapointment of teacher characteristics studies (highlighted by the efforts of Ryans in 1960[9]) to produce more than the obvious findings that good teachers were friendly, cheerful, sympathetic, and morally virtuous rather than cruel, depressed, unsympathetic, and morally depraved, teacher education research turned toward the behavioral systems approach in which methods were developed for recording and analyzing effective teacher performance to the end that this information could serve as a decision-making base for selecting desirable teacher education content.[10] The idea was, and still is, that if teacher educators are to understand teaching and learning efforts, they must focus on the dynamics of the classroom and the analysis of teacher behavior. This turn in teacher education research thinking resulted in major educational researchers and theoreticians (such as Bellack, Gage, Gallagher, Hickey, B.O. Smith, Suchman, Taba, and Woodruff[11]) dealing with cognitive aspects of teaching or ways in which teachers' behaviors affect learners' achievement of cognitive objectives. At the same time, such persons as Flanders and Getzels[12] began to deal with social and affective phenomena in the classroom. Other researchers such as Glaser, Skinner,[13] and others of the behavorist persuasion pointed up ways to improve teaching and the meeting of individual differences through programmed instruction that was not dependent upon any analysis of teacher-pupil behavior in conventional classrooms. Such research promoted the view that improved individualization would make a major difference in instruction. Flanagan advocated the use of systems theory and a systems approach in the individualization of instruction.[14]

All of the research related to teacher education which went on prior to 1968 is much too voluminous to recount on this occasion. In other areas there was concern about teacher education and its possibilities in utilizing the new media and educational technology. The concepts of micro-teaching and mini-courses were born which accompanied an identification of technical skills in teaching which appeared promising in terms of innovational theory and technique.

Popham[15] and others experimented with the modification of the instructional behavior of student teachers and gave significant emphasis along with Tyler,[16] Mager,[17] and others, to the use of behavioral objectives. There was a decided push for many and early direct experiences with children in the teacher education process. The use of stimulation in teacher education instruction was promoted by Cruickshank.[18] LaGrone[19] developed a design for revising the professional component of a teacher education program which emphasized an analytic study of teaching, the structure and use of knowledge, teaching-learning strategies, and the evaluation of teacher competencies.

By the spring of 1966, Gordon Kloph of the Bank Street College of Education was editorializing in the Journal of Teacher Education that findings from research about learning, human growth and development, and the impact of environment on development be better utilized by those in professional positions of teacher education.[20] He further urged that "teaching and the training process itself needs to have a stronger component for developing teacher competencies through much greater range of practica, field experiences, student teaching, or internships... ." He concluded that "programs for the professional preparation of teachers must recognize the importance of actually developing competencies... . Teacher education cannot ignore the obligation to trigger the exploration of new designs for educational organization and to help set the direction of the nation's schools."[21]

With such ferment, it was not surprising that in October 1967, the Bureau of Research of the U.S. Office of Education called for proposals to improve the preparation of elementary school teachers. The ten proposals which were funded (the Toledo project was one of these) became known as the USOE Elementary Models Project.[22] These models were complete designs for the reorganization of professional teacher education. They created or utilized several characteristics that have since been identified as elements of the competency-based approach. For example, they provided a systems approach to curriculum development; competency-based criteria were advocated and identified; outcome expectancies were stated in the form of behavioral objectives; the instructional module was created to encompass a set of learning activities intended to facilitate the student's achievement of a specific objective or set of objectives; there was considerable reliance on systematic evaluation with provisions for prompt and objective feedback for both student, teacher, and program; and, the entire effort included considerable individualization of instruction as well as program personalization. (Personalization here is referred to as involving learners in helping determine the nature of their learning experiences and then requiring them to demonstrate the competencies that they have defined and agreed upon achieving.)

The elementary models' designs were not the only efforts toward creating competency-based teacher education, but they have become the most notable forerunners of this educational development. Many other educational programs or organizations have made considerable contributions to the formulation of CBTE concepts, some with no external funding and others with federal or foundation grants. At the risk of inadvertently not naming all of the important CBTE efforts, I would like to call particular attention to the CBTE programs at Weber State College, Southwestern Minnesota State College, Florida International University, Oregon College of Education at Monmouth, North Carolina Central University and the Souther Consortium, Western Washington University, the Texas Teacher Center/CBTE Project, the AACTE Committee on Performance-Based Teacher Education, the New York State Department of Education Multi-State Consortium on Performance-Based Teacher Education, the ETS National Commission on Performance-Based Education, the elementary models' National Consortium of Competency-Based Education Centers, the USOE National Center for the Improvement of Educational Systems, and Teacher Corps. The 1960s ended with the creation of competency-based teacher education.

The past four years, 1970-74, have witnessed a phenomenal CBTE thrust which has been unprecedented in the history of teacher education. It is difficult to obtain and report accurate data on how many CBTE programs are operating in the United States and exactly how many State Departments of Education are either committed to or actively pursuing the competency-based education approach to teacher education standards and certification. The AACTE survey of teacher education institutions of more than a year ago indicated that of 1,200 colleges and universities contacted, 783 responded with 228 indicating no involvement with CBTE, 366 showing some interest or desire to establish a CBTE program, and 125 stating that they had in one form or another CBTE programs.[23] By now, these numbers have obviously changed, and it would be my guess that those interested in CBTE and those involved in some form with CBTE have increased. The situation with State Departments of Education is also not clear, but 30 states have reported exploring the concept, and ten, such as New York, Florida, Texas, Washington, and Oregon, have mandated CBTE concepts in one form or another.[24] From the volume of correspondence received at my institution and the number of visitors each week, there is ample personal evidence that CBTE interest is not waning but is decidedly on the increase. Further confirmation of this observation are three recent publications devoted entirely to competency-based teacher education. I refer you to the January 1974 issue of the Phi Delta Kappan, the January 1974 issue of ASCD's Educational Leadership, and the Fall 1974 volume of the Journal of Teacher Education.

I conclude this paper with some obvious implications of CBTE and the future potential of the concept.

Competency-based teacher education is a process and not an end in itself. It is an attempt to move from our present, ambiguous teacher education state to a more clearly delineated, articulated program of professional teacher education, preservice and inservice. (I do not include in the term "professional teacher education" the liberal arts portion of such a program.) CBTE is a current model for establishing teacher education on a firmer theoretical and empirical base which is ultimately directed to the improved delivery of educational services by teachers. CBTE is a process for evolutionary change in teacher education -- a change in both the direction and the operational characteristics of our present system. CBTE is not a neutral movement because it connotes various teacher abilities which are valued and desired, and it focuses on the competencies to be developed and displayed to achieve the valued abilities. The question of whether some of the important elements or features in dynamic teaching can be observed, described, and learned by adults who want to be teachers can be answered affirmatively in the CBTE world.

Much fuss, fury, and obfuscation is apparent on the questions: What are the competencies? and Where do they come from? There has been a continuing effort to catalogue and disseminate CBTE objectives, but this is only a beginning and cannot substitute for the conceptual effort that must take place at each institution considering CBTE development. Rosner and Kay have stated:

> The current proliferation of lists of competency statements is appalling. Too many groups are scurrying around to develop competency lists -- often by top-of-the-head consensus -- either to be the first on the bandwagon or because they are pressed by state mandates. Too few programs have proceeded with sufficient care to identify competencies which derive from clearly delineated conceptual frameworks about teaching, available research, the demands of specific public school curricula and goals, the experience of the profession, and social science theory.[25]

One cannot overemphasize the fact that competency identification must proceed in a careful manner. It must take into examination the nature of teaching on a conceptual level. The identification of teaching competencies, in my opinion, involves the nature and goals of education in a particular setting and the roles of teachers in that setting. And as a corollary to this situation, there must be continuous research and evaluation efforts to determine if the competencies identified and the criteria for determining the achievement of competencies are valid. Although the development of assessment and evaluation procedures involving CBTE are in their infancy, there can be no excuse for not immediately attempting them in the entire process of CBTE development and implementation. Margaret Lindsey provided excellent advice on this problem when she wrote:

> What shall be the primary criterion for determing the extent to which a graduate of the (CBTE) program demonstrates the expected competencies? Is the chief criterion behavior, the conditions created by teacher behavior, or pupil progress? Rather than argue fruitlessly for any single criterion, it seems more intelligent to agree that there are five major points in a long process of teacher education where evaluation is appropriate: (a) the plan, (b) the operation, (c) the consequences in terms of teacher behavior, (d) the consequences in terms of conditions created by teacher behavior, and (e) the consequences in terms of pupil progress. Only a broad and continuing program of evaluation data gathered all along the line can answer the question of the value of competency based teacher education.[26]

The answer to whether we have an adequate research base and the necessary assessment procedures for field CBTE programs depends upon what those persons do who are involved in CBTE operations. They really have no excuse for not engaging in rigorous evaluation activity.

CBTE must continue to press for the personalization and individualization of education. It must recognize differences in learning and teacher styles, heightened awareness of cultural differences, the need to prepare different educational target populations for a wide variety of educational roles. There must be use of a wide variety of instructional materials and facilities, and the making of teacher education and staff development a career-long opportunity

and operation as it always should have been. Some have thought that CBTE programs with the prespecification of objectives and the use of modules have operated to limit the freedom of choice of learners in teacher education preparation. The evidence thus far from students is that they appear to prefer CBTE programs that eliminate hidden course objectives and provide self-pacing, feedback, continuous progress, and an opportunity to have ample firsthand school contact and experience with a wide variety of children. The modular approach to CBTE instruction can become restrictive if freedom of choice is minimized and the parameters of the learning process are restricted to the mastery of particular objectives on which the module was based. Certainly the use of instructional modules will continue to be a CBTE trademark, but there must also be opportunities within and occasionally outside of modules for teacher candidate freedom of choice in selecting instructional modes and alternatives. Again, if we really understand individual differences, prospective teachers and inservice teachers approach teacher education with varying cognitive styles. No single mode of instruction will work equally well for all educational personnel.

Probably the most difficult problem for the CBTE movement is the matter of governance, or to put it another way, power sharing. CBTE has something for all persons involved in the teacher education process -- students, university or college professors, State Department of Education personnel, inservice teachers, school administrators, and the general public. All of the groups involved can support some aspect of CBTE to promote their particular teacher education viewpoint and role.

Teacher education has always been a system of shared powers between two or more groups. The name of the game has been to achieve a balance of power among the groups governing teacher education. The emergence of CBTE has begun a process of potentially making one group more powerful than another and has also brought other groups into the governance arena which have not, heretofore, had much to say or little power to exercise. The matter of who is in charge of teacher education is in flux and CBTE will have much to do with the realignments of shared power.

All groups will espouse the notion of theoretically sharing power, but in reality the ideas of power sharing, decentralization, and openness are almost nonexistent. The jockeying goes on between teacher education faculty and liberal arts professors, between students and faculty, between teacher education institutions and the schools, between any and all of these and State Departments of Education and national accrediting associations, and on and on. Each group in one way or another is welcoming some aspects of CBTE, especially those factors which give their side the edge in the governance issue. If any one group gains the absolute upper hand, the chances are that CBTE will be severely curtailed; a promising educational concept and reform movement for teacher education will go down the drain of continued complacency and resulting status quo of that organization in the driver's seat. The entire matter is obviously complicated -- one reason why there are so many meetings and so much discussion about CBTE.

The obvious answer is that all groups involved with teacher education must participate and be accommodated in the CBTE movement. There will be compromises and even concessions, but there must not be the giving away of the essence of the competency concept or the inclusion in CBTE developments of so many conflicting objectives and details that whatever comes out of the struggle is meaningless. A new attempt is imperative to develop effective power sharing and achievement of the balance of power needed for productive teacher education operations. Which group, organization, or institution is going to take the initiative in this process remains to be seen. Presently, State Departments of Education, certain federally sponsored groups and organizations, teachers organizations, and some higher education institutions are identified and maneuvering for position.

What we all must understand is that CBTE is clearly identified with the national attitude and press for accountability, continual, conscientious retrospection and introspection needed in teacher education, and the obvious political action of the public in terms of such fiscal issues as school budgets, cost effectiveness, and the passage or failure of tax levies and bond issues. Of these three phenomena, accountability and fiscal issues should be of primary concern to all educational personnel in their efforts to achieve a proper balance of power for teacher education activities, including CBTE development. Although teacher organizations and other educational groups may not like the accountability concept, there is no way that they are going to be able either to run away from it or to eliminate it. Accountability is being etched permanently into the thinking of every American citizen with Watergate and the recent resignation of a president of the U.S. Accountability concern is also consistently evident in many other aspects of American life. The public is not going to excuse educators from adherence to this concept. They will continually be asking educators for proof that curricular procedures, expenditures for schools, and the performance of teachers in those schools result in better learning experiences for children. Their voting records on tax issues for education attest their deep concern. There is not only a demand for accountability in the White House but in every aspect of American life, and this includes a more relevant education process to meet the unmet needs of America's children.

CBTE addresses itself better than any other teacher education curricular operation to the press for accountability. On that basis, I confidently predict that there is no way for CBTE to disappear from the educational scene. It may be modified to varying degrees but it will continue as long as the public gains some understanding of the concept and believes that it offers hope toward demanding full accountability from teachers and educational institutions.

All of us in various educational enterprises are teacher educators in one respect or another. We are not, no matter what our title, autonomous professionals working independently of each other in the educational process. Competency-based teacher education does not thrive in an autonomous atmosphere. It demands a cooperative and willing attitude in the educational community toward common goals and rational decisions based on what we now know about the teaching-learning process. I return to the concept with which I began this paper -- change in teacher education. Educational change is something that we all have consistently supported

year in and year out. It is time to put our best thinking and efforts together on this subject where we usually offer high sounding but really empty rhetoric. Teacher education change is here and now, and CBTE will continue to be a very important component of the education change process in the 1970s.

NOTES

1. Margaret Lindsey, "Performance-Based Teacher Education: Examination of a Slogan," The Journal of Teacher Education 24 (Fall 1973): 180-186.

2. The foregoing five paragraphs are a synopsis of Chapter Two, "Considering the Unifying Theme: Competency-Based Teacher Education," in George E. Dickson and Richard W. Saxe, et al., Partners for Educational Reform and Renewal: Competency-Based Teacher Education, Individually Guided Education and the Multiunit School (Berkeley: McCutchan Publishing Corporation, 1973), pp. 11-28.

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5. Ibid., p. 83.

6. Ibid., p. 82.

7. Michael W. Kirst, Issues in Governance for Performance-Based Teacher Education (Washington, D.C.: American Association of Colleges for Teacher Education, October 1973), p. 4.

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ON COMPETENCY-BASED TEACHER EDUCATION

Highlights of Speech Given by
Theodore Andrews,
Director, Multi-State Consortium on Performance-Based
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There is no subject, however complex, which, if studied with patience and intelligence, will not become more complex. This is particularly true of competency-based education. The first problem we encounter with regard to this subject is a definitional one: What is a competency? and what is competency-based education? Of this, Professor Melvin Tumin of Princeton University has written:

> What do we want our children to value? What do we want them to be able to see and hear and smell and touch? From what do we want them to get pleasure? What do we want them to understand about themselves and the world of nature and man? How do we want them to behave toward other human beings? To what do we want them to be inclined to commit themselves? What technical abilities do we wish to cultivate in them? When we have answered these, we can ask what has to be present in teacher behavior -- in student behavior -- in materials, experiences, in supporting school factors, that will enable that relationship to produce the desired outcome in the child.

The importance of good teaching is critical, and the importance I attach to good teachers is illustrated by the statement of Aristotle: "They who teach young people well are more to be honored than they who produce them, for these give them only life, those the art of living well." While it takes many things to provide quality in education, the teacher is well ahead of whatever is in second place.

With respect to evaluation, it should have two objectives: to help persons and institutions achieve maximum effectiveness in terms of their own objectives, and to identify persons and institutions whose competence warrants public confidence. Evaluation is only a means to an end. It is not important in itself but only as a stimulus to improvement. Many people worry about what standards will be used for evaluation in competency-based education programs. First, let me say that <u>if standards are used for anything other than educational improvement and the expansion of educational opportunity, they are useless or are being misused</u>. Second, I would urge that "standards" be called, or defined as, "criteria of educational or professional excellence." Standards or quantitative norms too easily lead to rigidity and conduce toward conformity.

When faced with a new educational program, bureaucrats ask the question: How do I administer it? while issue-oriented educators say: This is what should be done. State education agencies, whose values and operational styles are different from those of local education agencies and institutions of higher education, have taken an action-oriented role vis-a-vis competency-based education. In so doing, they are acting on behalf of their clients who are all students in all schools and the public at large.

One of the problems that bothers me is the apparent absence of a means by which interested states can keep abreast of competency-based education activities in other states. What is striking is the great variety of activities among the different states. In Vermont, for example, when a local school district asked for sole authority to certify teachers, the state established regulations allowing this to happen. New York State has declared that all elementary school teacher preparation programs must be competency-based by February 1, 1975, and that secondary school teacher education programs should follow. The New Jersey State Department has specified competencies to be required in 16 areas. Pennsylvania is field testing 56 generic competencies. Arizona is recertifying teachers on the basis of their students' learning as evaluated by locally established performance criteria. A bill before the Florida State Legislature has called for the establishment of up to nine teaching centers for pre- and inservice teachers, college staff, and community people. Minnesota is writing specifications for teacher certification based on competency, rather than on course credits or length of teacher preparation.

Another problem is that while state education agencies are moving very fast to institute CBTE programs, we still do not know that the specified competencies are the ones that will make a difference in children's learning. There has been very little research to support specific criteria, and much university faculty time is needed to address the problems of assessment and evaluation.

Finally it must be said that CBE has great potential, but any system created by human beings can be bent by human beings. At best, competency-based education will not accomplish all that its supporters dream of; at worst, it will still have made a difference in how people think. I have a great concern over the "ripple effect." Ideas overlap and intersect with competing systems of ideas. The CBE movement may affect every aspect of education in ways that none of us have considered or expected. Other doors that states might choose could well be labeled: perspective, caution, humility, and forbearance.

As a postscript, I have vague, private feelings that accountability reflects a fundamental struggle between those who possess some degree of trust in the developmental regularities of social and human organisms and those who trust only their own power to manage other people's comings and goings. I believe that there exist a few people who know what is best most of the time for most other people. But when these few people achieve the power to act on their wisdom, their inevitable mistakes can be catastrophic because of the scope of that power. The mass of men acting alone makes more mistakes more often, but fewer people are hurt and the damage is less serious. This has something to do with the Federalist Papers and American history and the schools of the 1970s.

THE CAREER OPPORTUNITIES PROGRAM: A CATALYST FOR DEVELOPING COMPETENCY-BASED TEACHER EDUCATION PROGRAMS

Excerpted from a Speech Given by
Warren Burton,
Director, EEO, Washington State Department of Public Instruction

In the following remarks, I will focus on developments relating to CBTE in Washington State and on the four COP projects in the state because I am closely involved with them, and because they demonstrate how COP is functioning as an educational change agent in the implementation of competency-based and field-based teacher education and certification on a statewide level.

The Washington State 1971 Guidelines and Standards for the Development and Approval of Programs Leading to the Certification of School Professional Personnel represents a new and evolving approach to teacher preparation and certification. These new standards require university, school organization, professional association collaboration in program development, and when fully implemented will establish career-long, individualized, and systematic preparation arrangements for all school-related occupations. Moreover, they will provide a statewide framework whereby certification will be closely associated with demonstrable competency.

In partnership with TTT, Teacher Corps, B-2, urban-rural, and other federal, state, and local staff development programs, COP is participating in the creation and development of teacher preparation programs based on the new standards, and is assisting in the establishment of interagency coordination and communication with respect to teacher education throughout the state. In addition to COP's ongoing field-based, involved-community teacher preparation program, for the past few years each of the state's COP projects has applied for state administrative monies in order to conduct special projects and activities related to competency-based education. In 1973-74, for example, the COP projects undertook activities to:

--Continue the development of a competency-based model for the teaching of reading.

--Support CBTE-related academic activities of presently enrolled COP participants.

--Develop an evaluation design which will assess the levels of performance and competency that each participant must demonstrate at the completion of training in the area of work and on the step of the career lattice.

--Develop a career lattice, including three to six steps, for paraprofessionals leading to certification in the educational areas of teaching, nursing, counseling, and social work. The main thrust will be to identify entrance qualifications concerning employment

and academic training and completion levels of performance and competencies for each step. Each area of work will be individualized, allowing participants to progress according to their individual needs and abilities. This career lattice will be related to and identified with the career lattice designed for COP.

--Investigate the feasibility of incorporating a human relations component into a career lattice for paraprofessionals and professionals.

The competency-based framework speaks to two key issues of concern to the state education agency, namely, accountability and evaluation. The consortium outlined in the 1971 Guidelines addresses the necessity for participatory decision making and broad program input. The COP model addresses these issues by encouraging cooperative planning and decision making; individualized, performance-based preparation; and increased field-based experience. In fact, these COP objectives for preparation are identical to objectives set forth in Washington State's new standards for preparation and certification. During the past four years, COP preparation has affected participating agencies' regular preparation programs and facilitated change in and development of programs in directions consistent with COP objectives and the new state standards.

Following this example, each college, university, and school district within the state has become involved in changing regular preparation programs to meet new state certification standards. The new standards require that a consortium of agencies (LEAs, IHEs, and professional associations) determine the competencies to be developed, and then design and implement individualized preparation programs which will assist trainees in developing and/or demonstrating such competencies at the appropriate levels. Following are a few examples:

--Seattle School District, Seattle University, and the University of Washington are involved in development of preparation programs based on the new standards covering 12 areas of teaching, administration, and educational staff associate services.

--Spokane School District and Eastern Washington State College are involved in seven consortia. Once again the consortia are developing preparation programs which are to be individualized, competency-based, and field-oriented. The consortia in which Spokane and EWSC are participating are concerned with teachers, administrators, and educational staff associate participation.

--Tacoma School District and Central Washington State College are involved in at least seven consortia concerned with preparation of different teaching specialities, educational staff associates, and administrator specialities.

--Yakima School District and Central Washington State College are involved in approximately ten separate consortia concerned with the preparation of teachers for different levels and subject matter fields, administrators for different roles and levels, and educational staff associates (counselors, psychologists, communication disorders specialists).

IMPLEMENTING COMPETENCY-BASED TEACHER EDUCATION

Charles E. Johnson
College of Education, University of Georgia

My topic is implementation, which means that I will focus on how the theory of CBE is put into action. Since the University of Georgia College of Education has been in the process of implementing a competency-based teacher education program for the past few years, I shall deal with some of the problems and issues which we have had to resolve as we've moved ahead.

I'd like to begin by explaining that my role in the implementation activities has been primarily as a consultant. Because I am a member of a division of the College of Education in which CBE is being implemented, I must hasten to add that the leadership has been that of Dr. Gilbert Shearron who is Division Chairman. He has done an outstanding job of making the program something that all of us in the Division regard as our own. I should point out that right here is an illustration of a first principle of implementation which if followed will avoid a great many problems. It is that to be effective a CBE program must "belong" to the staff that is implementing it. Indeed, I believe that a CBE program implemented and engineered from the "outside" is likely to last just so long as the "outside leadership" is directing affairs.

If you are looking for an exemplary program which is a replica of an outstanding competency-based teacher education program model, you are about to be disappointed. As far as I know there are none. Certainly the University of Georgia program, which is well along when compared to others, is not in my opinion an exhibit of a finished product in action. Indeed, the Georgia program, like all others I've seen or heard about, is currently only on its way in the processes of development. In my opinion, it will be many years before we actually see a program in operation which is responsive to all the various criteria that are necessarily part of this complex process.

Now let me share with you a few highlight facts, principles, and practices used in implementing the Georgia program.

Initial Phases of Implementation

Our program began back in 1968. This first phase focused on individualizing the existing professional subject matter program for preservice preparation and extending the period of field experience. At times I'm not certain that this was the right way to begin. Other times I feel that this was the only way we could have begun. What I am saying, perhaps apologetically, is that we began by modularizing current course offerings. We did not (as some would have encouraged us to do) throw out everything and begin anew with a list of teaching competencies. We began with what we had and we changed gradually. Of course, I don't know what would have happened if we'd started differently. However, I believe that much good came out of this initial thrust. Professors in our college for the first time that I can remember began to seriously consider (in groups,

which at times even cut across disciplines) how they should go about individualizing college-level instruction. These professors, who for most of their professional careers had been teaching about individual differences, were now realistically faced with the problem of providing for them in instruction. The evidence of this beginning is illustrated by a variety of instructional modules (some good, some bad) which were produced by the staff.

In our second phase of the program, which ran almost concurrently with the first, we began to identify teaching competencies. This was a struggle. Our first step was to take those items which we had cited in the original Georgia Education Model as specifications essential for teachers and translate them into behavioral terms. This didn't work very well. We tried several other routes that all seemed to end up with only partial success insofaras program implementation needs were concerned. At times it appeared that no progress was being made. On the other hand, perhaps all of this was necessary to the processes of implementation. Certainly the lines of communication were being opened in staff meetings, workshops, and retreats where our public school colleagues and others joined us to focus on this matter as a first point of concern. Today we have a set of competencies on which we have agreement.

Conceptualizing a Key Word

As I reflect on what happened in the early phases of implementation, I feel that one important thing that we failed to do was to establish a common conceptual understanding of the term competency. We met time and time again in conferences where we used this then undefined term freely. I'm certain today that many of the restraints, confusions, and deadlocks we experienced were attributable to the fact that this word represented a variety of meanings among the participants.

Now I believe most of us conceive of a teaching competency as a complex entity which differs from other kinds of competencies. Let me illustrate by pointing out that all of us have thousands of competencies which we are capable of demonstrating. For example, here are some competencies many of us use in daily living: drives a car, plays tennis, mows the lawn, writes a letter, makes long distance phone calls. In instruction we focus on competencies needed for effective teaching. On the one hand are those relatively simple teaching competencies which may be called technical, and on the other are those complex and creative teaching competencies which may be called professional.

I will first talk about the technical teaching competencies because they are the easiest to perceive. For the most part they are skill-like competencies that are essential to professional performance. They, of course, require knowledge and the processing of that knowledge, but they are not highly demanding of the performer as regards creativity or decision making. Here are some examples: threads a motion picture projector, operates a mimeograph machine, writes clearly with manuscript letters, records test scores.

Now let us look at professional teaching competencies which are our primary concern. Here are some examples: determines the educational needs of the learner, selects and/or designs an appropriate teaching strategy to assist the student in progressing toward the target objective, provides an environment which is conducive to learning, determines the extent of learner progress toward the learning objectives.

These latter statements represent complex professional behaviors. They require a great deal of background knowledge, thought processes, skills and feelings. One never performs these competencies twice in the same manner. Also, no two people ever perform these competencies in exactly the same way. They are not behavioral objectives. They are broad expressions of identifiable acts which are essential to effective professional teaching.

Something More than Teaching Competencies

Because all approaches to teacher education seek to provide competent teachers, because this approach to instruction is called competency-based, and because I am discussing competencies, I must tell you that I would be misrepresenting the Division staff if I did not say that there is a set of essentials for teaching that my colleagues and I place ahead of technical and/or professional teaching competencies. We call them personal attributes. Here's how we stumbled on this very helpful realization: during the early stages of implementation we ran headlong into what appeared to be a conflict in values. Some typical questions and comments one might have heard during this period are: Are we going to make robots instead of teachers? Where is the concern for humanism? Is the keynote for effective teaching efficiency? I don't care how technically competent a teacher is -- if he doesn't like children, he's not competent.

Anyone who has had any acquaintance with Gil Shearron and his staff knows that their first concern is for humanism. This conflict had to be resolved because this humanistic oriented group of educators saw logic in CBE but could not proceed until it was assured that by implementing it they would not be denying their basic values.

I feel that the breakthrough came for most of us when we admitted openly that we were biased as regards humanism. We said, "We want teachers who both like and love the children and youth with whom they associate. We want teachers who are personable and conscientious, and have sound social judgments; who are unprejudiced and responsible to those they serve. We want teachers who are decent people and who in their own behavior demonstrate respect for humankind, its laws and its traditions." After this admission, we came to realize that there are many people who have these fine characteristics who cannot teach effectively because they lack the technical and professional competencies. We also came to realize that there are those who have the technical and professional competencies to teach but are not really competent because they lack these personal attributes. Our conclusion was that personal attributes are of first order of importance. We can usually teach a person

the technical and professional competencies that he or she needs to be an effective teacher, but we are less certain of our ability to teach personal attributes. Here, we took a long look at our student selection requirements, at what the behavioral sciences have to say about changing personal attributes, and we sought information that would contribute to our knowledge of indicators of human potential for acquiring these human characteristics so essential to effective teaching.

Having come to an understanding that endorsing CBE did not mean avoiding humanism, but rather systematically providing for it, we looked for other seeming omissions. We then felt quite comfortable declaring that each teacher should have a broad liberal education, a sound background in his or her teaching speciality, and a store of experience (both personal and professional) that can be shared both directly and indirectly with the learners with whom she or he associates. For us CBE includes and provides systematically for all of these concerns.

The Present Organization for Instruction

In general, our first and second phases led to additional phases which by a series of approximations have gradually moved us more and more in the direction of our theoretical model. Right now we are in the process of testing different groupings for instruction. Figure 1 shows the composition of the three pilot teams we now (Spring 1974) have in operation. The Red Team has been underway for two years now. It is about one-half seniors and one-half juniors. In the spring about 20 are expected to have demonstrated competencies essential to beginning teaching; they will graduate and be certified. There are ten staff members, but only the coordinator, a member of the college, is fulltime. The others range from one-sixth to three-fourths time. This team meets for four quarters during the upper two years (a total of eight quarters) of the program. During these four quarters the students are expected to acquire both the competency enablers (subject matter, skills and attitudes essential to competent teaching) and the teaching competencies themselves. More time is provided for students who need it. During each of the quarters much of the student's time is spent in public school settings. There are two local schools which the Red Team uses. The governance board representing everyone concerned, such as college staff, school staff, and students, makes up weekly schedules, determines appropriate group learning activities, defines and interprets statements of competencies, and performs dozens of other such functions of policy and planning.

The Blue Team and Green Team are organized differently so that we can try out other ways of managing instruction. The staff members of all teams have scheduled discussions to determine the extent to which certain practices used by one team may be effective if used by another.

Figure 2 shows the approximate placement of field experiences for the teams. I must emphasize that they are approximate because each team is managed by its own governance team. However, in general, the first two field experiences provide for one-half day participation, and the last two provide for full day participation.

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Red Team	Blue Team	Green Team
100 Students (Both juniors and seniors	30 Students (Both juniors and seniors)	40 Students (Includes juniors only)
10 Staff members	2 Staff members	4 Staff members
2 Public schools	1 Public school	1 Public school
Governance team	Governance team	Governance team
Teaching competencies and enablers are taught concurrently	Teaching competencies and enablers are taught separately	Teaching competencies are the focus. Enablers are taught by others.

Fig. 1. Organization of Pilot Groups for Implementation

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Year Two

Regular Courses	Regular Courses	Field Experience I

Year Three

Regular Courses	Field Experience II	Regular Courses

Year Four

Field Experience III	Regular Courses	Field Experience IV

Fig. 2. Field Experiences for Preservice Program

Figure 3 shows where the credit came from to provide the time for these field experiences. Here is a list of titles of the courses from which credit to provide for the experiences was obtained.

Figure 4 depicts what happens to time during a typical week in field experience three. Please keep in mind that these charts are only approximate representations. The teams are independent and the governance boards determine the group activities and weekly schedules.

Other Practical Concerns During Implementation

Now I should like to discuss miscellaneous practical problems which have confronted us as we have tried to implement our model. The first has to do with modules, the next grading, and another has to do with governance. Finally, I want to say something more about competencies as we use them and give some examples.

MODULES

Originally we envisioned a module to be something different from a learning package. It was a cluster of related behaviors which is essential to the performance of a given teaching competency. We saw it as a sort of unit of behavior, less than a competency, but of value in a number of different teaching situations. Back in those days we were using more systems language. In systems language a module is part of a component which is part of a subsystem of some larger system. If this does not make sense to you, what I'm saying is that originally a module was simply a part of a professional competency and we felt that it would take many modules of different kinds to enable a person to perform any given competency.

As time went by the term module became a referent for a teaching package which one uses to help himself acquire a behavioral module. It wasn't very long before those who favored behavioral objectives and enjoyed systematic evaluation began making CBE a highly objective and behavioral business. For them, instructional modules became the ideal vehicle for accomplishing all manner of teacher training. For a while, I must confess, I went along with this movement. However, it wasn't long before we found that some of the modules proposed for our students were very poor. I recall observing that some of them could have been regarded as poor substitutes for already ineffective correspondence courses. On the other hand, many proved to be effective and after later revisions, nearly all of them have proved to be useful tools. Today we hold that instructional modules have a place in CBE, but that those who believe that by modularizing any given program you produce a CBE program are definitely in error. As a matter of record, we have come to believe that instructional modules, while useful tools for CBE, are really not essential for implementation.

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Field Experience I

Curriculum and Instruction
Child Growth and Development
Introduction to Reading
Health Education

Field Experience II

Curriculum and Instruction
Educational Psychology
Mathematics Education
Physical Education Practices

Field Experience III

Curriculum and Instruction
Language Arts Education
Science Education
Social Studies Education

Field Experience IV

Practicum
Professional Seminars

Fig. 3. Credit Sources for Field Experiences

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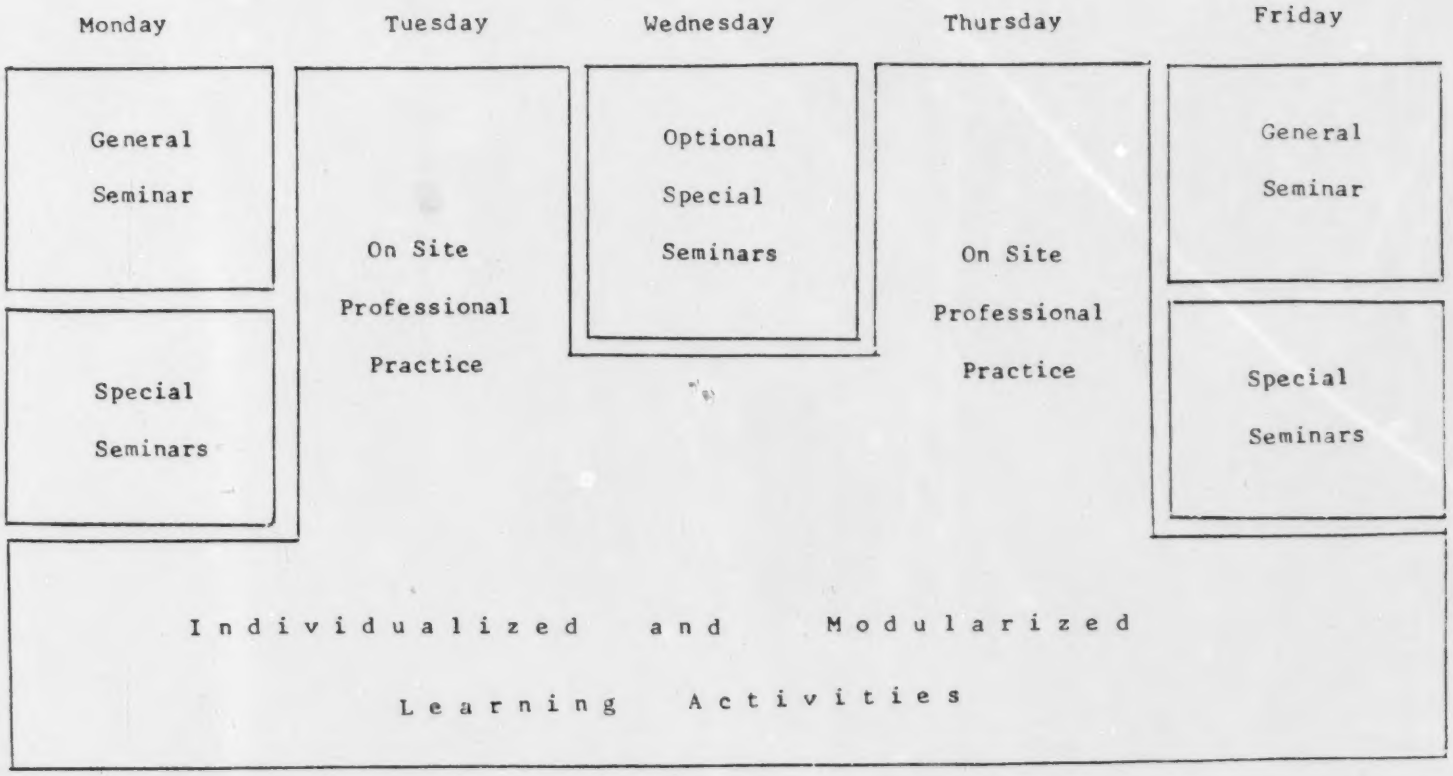

Fig. 4. Typical Time Schedule for One Week During Field Experience III

GRADING

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A theoretical model of CBE provides a system of evaluation based on mastery criteria; thus, letter grades are of no concern. However, during the period of transition from a normal-type program to a competency-based program, grading looms as an irritating annoyance that must be attended to. Fortunately, it is not an insurmountable problem.

As it is elsewhere, most instruction at the University of Georgia is by conventional programs. Thus records continue to be kept on a conventional basis. So the vast majority of the students are taking courses on a quarter basis, obtaining letter grades "A," "B," "C," or other, receiving grade point averages, using these averages for scholarships, applications to graduate schools, job recommendations, and all other kinds of things that tradition offers in the line of favors and restrictions based on academic grades. And here come some CBE enthusiasts saying that we don't want grades. We say that we are more concerned with having the student meet mastery criteria. This confuses the registrar and his computer. We are the minority. We want the change. It is our problem, so, what do we do? The student completes the equivalent of Education XYZ by undertaking a number of modules and demonstrating competence in a laboratory situation. We are satisfied that the student is competent and has the enablers. We are ready to give him or her an "A" because, if they (the majority) insist upon a letter grade we must say that the student has done all that he or she bargained to do or that was required. Therefore, he/she deserves an "A." Indeed, we have had CBE professors who have given all of their students who have met the objectives the letter grade of "A" on their cards. This goes very well if we have only a few. Now, for a moment assume that all students in education at the University of Georgia receive "A"s in all of their course work in their senior year because all have done adequately in terms of satisfying the criteria set for enablers and/or competencies. Those who have not yet arrived are in the backgrounds with ratings of "I" which stands for incomplete. An "I" means "not yet competent."

This approach won't work over the long run. We have a system of scholarships at the university and I doubt very much that the Fine Arts or Liberal Arts Colleges, or any other college for that matter, will accept all education students as top ranking scholars in the university for having received straight "A"s in professional experience during their senior years. If we did that, what would happen to scholarship funds? What would happen to the valedictorianship?

I propose that we make a practical arbitrary decision with our colleagues as to how we will function during the period of transition from common practice to competency-based practice. I propose that we use three grades "A," "B," and "I." This is not strictly in accord with the principles of competency-based education, but will do during a transitionary period.

We should use "B" for the student who demonstrates competence. Insofaras a particular competency is concerned, this would mean that this student satisfies all the criteria. Give an "A" if she/he shows outstanding performance. And frankly, I believe that some students do show outstanding performance. There is the student, for example, who is highly proficient in music who does not wish to be a music teacher, but prefers to be a general elementary teacher. That person could conceivably be as proficient in music as some persons who were majoring in music education. Thus it would appear that there is justification for some differentiation in grading. By using the letters "A," "B," and "I" we are likely to be out of trouble with our colleagues in the Arts and Sciences because we can call our offerings course equivalents and turn in our grades on the kinds of cards that the registrar would prefer. Few students would receive all "A"s and thus the world would not be jarred by "way out" CBE innovation during this period of transition.

MAKING TIME A VARIABLE

I should now like to talk about the problems we are having with time restrictions in our program. We have been unsuccessful in totally breaking the time barriers of the conventional educational program. That is, we are still bound by the academic quarter, the academic year, by courses and quarter hours. However, we have been able to push the frontier a bit. Here's how it is done. First, we now use the letter "I" very freely. Any student who in the normal or given period of time does not satisfy the criteria may be given an "I" to indicate that more time is needed. Currently, we are permitted to hold an "I" on the records for one academic year, and this seems quite adequate for most students to erase that grade and substitute a permanent grade to show completion.

With students who move rapidly through certain learnings, we have found that through modularized instruction we are able to pretest these students, guide them quickly through those learnings that are essential for them, and then post-test and move them out into other kinds of learnings. I am told that this occurred with students in mathematics education not long ago. Three students showed such proficiency in mathematics and mathematics education that in three weeks they acquired certain enabling behaviors that normally would have required 12 weeks to acquire. Also, because of their highly proficient performances they received letter grades of "A." In the same group, there were students who could not qualify for having satisfactorily met the criteria for the offerings in 12 weeks and used additional time to do the job. They, of course, were given the letter "I" on the records until they met the standards, at which time they received a permanent grade.

GOVERNING

Each project team is characterized by flexibility in all aspects of its operation from scheduling seminars to sequencing content and determining the nature of field experience. Governance of the program is thus the concern of a group which is representative of all concerned including coordinators,

instructors, school administrators, classroom teachers and the interns themselves. The coordinators are college professors. The "college staff" includes instructors from such diverse fields as educational psychology, guidance and counseling, social sciences, natural science, mathematics, reading, language arts, arts, health and physical education. The "field staff" which provides the environment for teaching experiences includes the school principals, supervisors and classroom teachers. The "student staff" which provides input for governance is elected from among the students.

The governance board meets as a total group when advisable or requested to receive assessment and evaluation information upon which to replan its course if necessary. In this way there is immediate feedback which provides the regenerative quality so essential to a fluid operation such as this.

From time to time, various committees are formed as subgroups to review selected aspects of the program. In one team, there are four committees that operate on a continuing basis. These are: a committee which focuses on the interpretation and reformulation of competencies; a committee on instruction which focuses on scheduling and on content in relation to the objectives reflected by the competencies; a committee on human relations which attempts to assure that the objectives which relate to humanism and social interaction receive sufficient emphasis, and a committee on evaluation which oversees the operation to be certain that the channels of communication are cleared for sufficient feedback to provide for continual reassessment and revision.

SPECIFYING COMPETENCIES

Specifying professional teaching competencies is a constant concern during implementation. The job seems never done. It begins by collecting proposed "competencies" from numerous sources such as those derived from the goals of American education, those gleaned from observations of teachers on the job, those proposed by experienced teachers, those suggested by educational principles and those which reflect techniques which are in accord with the principles of human development. These must be sorted and ordered. They must be stated and verified. Once identified in broad order statements some feel that they must be reduced to more specific statements. There is always concern as to how specific they should be. There are always those who insist that they be stated in behavioral terms and those who object to such objectivity. The struggle continues and the rap sessions go on and on. Finally, if the group is persistent and stays together and resolves its differences, it produces a list of competencies which it observes to be sound and practical. Such was the case at the University of Georgia.

The following is a list of 12 statements which at this time represent professional teaching competencies accepted by the college and field instructors of the University of Georgia and the Clarke County School District as essential for a teacher education program for beginning teachers. This group holds that it is the responsibility of the teacher education program (broadly perceived to include both campus and field center) to provide opportunities for students to acquire them.

1. Determines the needs of the learner.
2. Plans activities for the learner.
3. Selects appropriate materials for instruction.
4. Employs a variety of teaching strategies appropriate to the situation.
5. Maintains an environment conducive to learning.
6. Employs a variety of evaluative procedures appropriate to the situation.
7. Communicates effectively with others.
8. Works cooperatively with others.
9. Utilizes feedback to improve her/his professional competence.
10. Utilizes social control procedures appropriate to the situation.
11. Accounts for fulfilling the goals of the instructional program which he/she is implementing.
12. Evaluates the effectiveness of the instructional program for which he/she is responsible.

To enhance the meaning of each statement of a competency and to communicate to others the meaning intended by those who formulated it, a list of indicators accompanies each statement of a competency. Examples of indicators are: an observable teaching act, a product of the efforts of teaching, a condition created in the learning environment, a product of the learners' activities, a statement voiced by the teacher or the learner, or any other event or product which is evidence that the competency may be in operation, has been operative at some point in the recent past, or may be in the immediate future.

A Final Note

In this short period, I have attempted to relate some of the considerations that one ought to keep in mind as one ventures forth to implement a competency-based teacher education program. I am sure that I have at times misrepresented facts and oversimplified my subject. I may even have created some misconceptions. This was unintentional, and hopefully, further discussions will clarify any such misunderstandings.

IMPLICATIONS OF THE COMPETENCY-BASED TEACHER EDUCATION MOVEMENT FOR TEACHER CERTIFICATION

H.D. Schalock
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I wish to raise some questions about certification that stem from a CBTE approach to teacher preparation. As background to these questions, I would like to review briefly my understanding of some of the assumptions and procedures involved in the certification process.

An Overview of the Certification Process as It Now Tends to Be Carried Out

My understanding of the purpose of certification, and admittedly mine is a layperson's view, is to insure that citizens of a state have soundly prepared, effective teachers for their children. Because of this, certification is a key to the quality of our educational system, for it serves to determine who enters the profession and the level of excellence they bring to it.

To the extent that certification is done well, and taken seriously, our children and society gain. To the extent that it is done poorly, or treated as a mere formality, our children and society suffer. From a layperson's point of view, the certification process seems to be a touchstone to quality in education.

The most common procedure followed in granting certification, to both beginning and experienced teachers, is through something that has come to be called the "program approval' process. As I understand it, this process involves three interrelated steps. First, it involves a state agency approving a teacher preparation program that is offered by an institution. This approval means in effect that the program is recognized by the state as a program of quality, and that the state will accept for certification teachers who graduate from the approved program and are recommended for certification by responsible persons in the program. Second, it involves the registering of formal recommendations for certification with the certification agency. This step in the process is carried out by persons representing the institution whose program has been approved. The recommendation certifies, in effect, that a person has completed satisfactorily the requirements of the program, and in the eyes of the persons responsible for the program, is fully qualified to teach.

The third step in the process is the granting of the teaching certificate to persons so recommended. As I understand it, this step in the process is largely a formality, though transcripts and recommendations are checked for completeness, accuracy, and the like before the certificate is issued. Three kinds of evidence tend to be used in support of recommendations for certification: grades in course work; judgments about performance in student teaching, and general character references.

Two assumptions seem to underlie the program approval approach to certification:

--It makes sense administratively to have basic certification decisions made by the persons most familiar with the background, experience, characteristics and abilities of persons who wish to be certified.

--Persons responsible for the operation of teacher preparation programs, once those programs are approved, can be trusted to use care and good judgment in deciding who should be recommended for certification and who should not.

The periodic review of approved programs by the approval agency, including site visits, is an important part of the "quality assurance" procedures that accompany a program approval approach to certification.

Some Questions about the Certification Process in Light of CBTE

It seems to me that the emergence of competency-based teacher education has two important implications for the certification process that has been outlined: (a) the nature of the information to be used by the faculty of an institution to decide whether a teacher should or should not be recommended for certification, and (b) the nature of the information that should be submitted to the accrediting agency as an accompaniment to the recommendation for certification. By and large, the principles of competency-based teacher education have nothing to say to other aspects of the certification process as it is now practiced.

The questions I wish to raise center fundamentally on the issue of the confidence that can be placed in a recommendation for certification. There are several questions in this regard: What confidence can a recommending institution have in its own recommendations? What confidence can the certifying agency have in an institution's recommendations? What confidence can the person being recommended have in an institution's recommendations? What confidence can the parents of children have in such recommendations? The questions to be raised are in no sense definitive, but do, I think, focus the issues that must be faced by an accrediting agency in light of the competency-based teacher education movement.

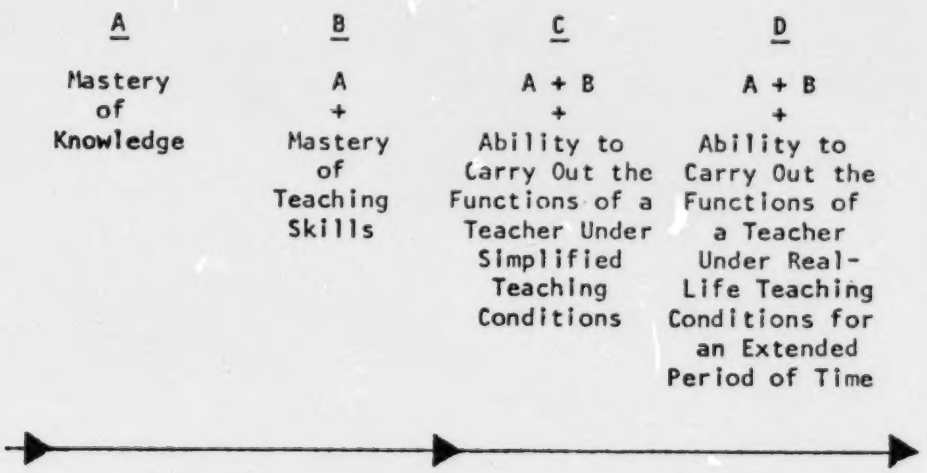
1. What evidence should an institution use as a basis for recommendation? Should it be evidence of the mastery of a certain body of knowledge? Should it be evidence of the mastery of a particular set of skills? Should it be evidence of being able to perform the functions of a teacher under simplified conditions of teaching, for example, micro-teaching? Or should it be evidence of the ability to perform the functions of a teacher in a real life setting for an extended period of time, including evidence of being able to bring about desired learning outcomes in pupils? All such evidence can be obtained, but there is the question of feasibility. As is always the case, the decision made in this regard by a particular certifying agency will always be a matter of trade-off between what is desired and what is possible.

In approaching a decision about kind or level of evidence needed in support of recommendations for certification, it is important to understand that all such recommendations are a matter of prediction. No matter what evidence is used as a basis for the decision to recommend, the decision to recommend involves a prediction that the person who is being recommended will in fact succeed as a teacher. Obviously, such predictions can never be made with 100 percent accuracy. It is critical, however, that as much accuracy be built into them as possible.

This is where the matter of evidence enters the picture, for the better the evidence of a prospective teacher's ability to perform as a teacher, the better the prediction that they will in fact perform successfully.

The relationship between kind or level of evidence that is used as a basis for a recommendation and the confidence that can be placed in the recommendation (the prediction of success as a teacher) can be illustrated schematically as follows:

KIND OR LEVEL OF EVIDENCE


A
Mastery of Knowledge
B
A + Mastery of Teaching Skills
C
A + B + Ability to Carry Out the Functions of a Teacher Under Simplified Teaching Conditions
D
A + B + Ability to Carry Out the Functions of a Teacher Under Real-Life Teaching Conditions for an Extended Period of Time

CONFIDENCE IN A RECOMMENDATION

Least Confidence — Most Confidence

2. Once a decision is made as to the level or kind of evidence that should accompany recommendations for certification, what form should the evidence take? Should mastery of knowledge and teaching skills be reported in terms of scores on "mastery examinations"? Should the ability to carry out the functions of a teacher under either simiplified or real life conditions be reported in terms of grades? In terms of a general evaluative statement by college and school supervisors? In terms of a set of performance ratings? In terms of videotapes or observational records of actual performance? Or some combination of all of these? All are possibilities. All vary, however, as to the resources required to obtain them, and so the matter of trade-offs must once again enter the picture.

3. To what extent should the evidence used in arriving at the decision to recommend accompany the recommendation? Should all such information accompany the recommendation? Should selected or "illustrative" sets of such information accompany the recommendation? Should the certifying agency or the recommending program serve as the store house for such information? How long should such information be stored? And in what form should it be stored? These are the "nitty-gritty" questions that must accompany the larger questions, for they focus at the level of operations.

4. If the evidence on which a recommendation is based is not required by the certifying agency at the time a recommendation is made, how is the certifying agency or anyone else to know with confidence that the recommendations are sound? Can the certifying agency simply trust that such evidence is available, that it has been collected with care, and that the recommendation for certification is based fairly upon it? Can the certifying agency assume that the data on which a recommendation is based will be held in store by the recommending institution for a necessary period of time, and that the data will be maintained in a manner that permits ready access to it? Can an accrediting agency afford to be without immediate access to the evidence that constitutes the basis for a recommendation in case anyone chooses to challenge the appropriateness of a certification decision?

5. If a certification agency wants the evidence on which a certification has been made, does it need such evidence on all candidates, or would evidence on only a sample of candidates coming through a particular program be sufficient? Reliance upon a sampling procedure would not do, of course, if an agency felt it must have ready access to all evidence for all persons certified, but it would be sufficient if the primary concern of the agency was in the general quality of the evidence used in arriving at certification recommendations. This again involves the matter of cost-benefit trade-offs, and different agencies will undoubtedly make different decisions about such matters.

6. Whether the certifying agency is the holder of evidence, or whether the preparatory institutions is the holder of evidence, there is the general question: Who should have access to it? Should it be open to the person who has been recommended? Should it be open to a person's employer? Should it be open to researchers? To the public at large? These obviously are not new questions, but as the information base on which decisions are made increases, they become increasingly important and difficult questions.

In Conclusion

The emergence of competency-based teacher education has raised questions about the kind of evidence to be sought as a basis for certification recommendations. These include questions about the kind of evidence to be used in making such recommendations; the form that such evidence should take; whether such evidence should be transmitted to the certifying agency as an accompaniment to the recommendation for certification; who should maintain the evidence; how long should it be maintained; and who should have access to it for what purposes.

It has been pointed out that these are not particularly new questions, but they are questions that have been reopened in light of the CBTE movement. They are also questions that demand careful answers, for they bear not only on the credibility of the certification process but on the quality of education each child receives.

COMPETENCY-BASED TEACHER EDUCATION: HOAX, PANACEA, OR MODEST STEP FORWARD?

Statement by Eugenia Kemble
Director of Special Projects, United Federation of Teachers

Before deciding whether competency-based teacher education is a hoax, or a modest step forward (it is definitely not a panacea -- all of us know that nothing is), it is necessary to take a look first at where it is coming from. Then we can evaluate its substance.

The reason I would like to begin with the social context and the political forces behind competency- or performance-based teacher education should be obvious. Almost every educator who has any sense of history must know by now that the popularity of educational programs -- the degree to which they become national movements, as competency-based education has become -- tends to mirror the political and economic atmosphere in the country at any given time. I believe that the current wave of interest in competency-based teacher education is no exception.

So, let us examine the present atmosphere in general, and then look at how competency-based education fits into that picture.

1. We are now in a period of economic and political conservatism. At the federal level, education funds are being cut or impounded. Since money is no longer available, the compensatory education programs of the '60s are drying up. The Nixon administration did its best to federalize aid to education and maximize the role of states. The federal agencies have done their best to come up with a whole set of educational strategies to match this fund-cutting, decentralizing mentality. Performance contracting, programing-planning and budgeting, voucher schemes, and finally competency-based teacher education are techniques designed to take the financial and educational responsibility off the federal government.

2. "New Federalism" means greater responsibility for the states. The state role in education is being carefully examined and enhanced. The whole issue of the inequities of local tax bases and the new interpretations given to the state role in adjusting to these inequities is one example. Teacher certification, traditionally a state function, is another area in which states are being encouraged to assert themselves -- through the competency-based movement.

3. Staffing the schools is no longer being viewed as an issue of how many people education requires, but, given set limitations on the number of people we can hire, who will they be? How can we get the most people for the least money? And, which

are the best rationales for hiring people at cheaper rates? Inevitably, scarcity of jobs in any field leads to increased competition for the jobs that exist. Those without jobs want them and those who have them do their best to keep them. In our society those who have them and those who do not tend to closely parallel race and class groupings. Historically the times of greatest conflict between race and class groups tend to come during times of economic scarcity. It is no different now -- and we tend to see the growth of short-term solutions like quota systems which only contribute to the friction.

4. In times of fiscal conservatism the public is encouraged to want more for less. In the schools we hear talk of the need for productivity, efficiency, and now, performance or competence. These words, and the programs that go with them, are intended as signals to taxpayers that they will, in fact, get more for their tax dollar. We have seen these business models in education before; they date to the beginning of this century.

Given this political atmosphere, if we take a look at who is pushing competency-based teacher education, we can begin to piece together an explanation.

1. The federal agencies -- the Office of Education, National Institute of Education.

2. State education departments and groups they have put together to represent them, such as the Multi-State Consortium on Performance-Based Teacher Education.

3. Some teacher education schools, particularly those that are pacesetters and therefore not threatened by the movement. The American Association of Colleges for Teacher Education has, for example, published nearly a dozen papers on the subject. To my knowledge, only one was critical.

4. Some researchers, particularly those who find nothing wrong with launching into new forms of teacher education with very little evidence that the new approach has merit. Many of these researchers hope the movement will give them fresh arenas in which to carry on their work.

5. State legislators who are looking for programs that will help them save money and give them good public relations at the same time.

This is where competency-based teacher education is coming from. Now what is it? Practically all the literature now available takes its cue from the first of the AACTE papers by Stanley Elam. In "Performance Based Teacher Education: What Is the State of the Art?" he says:

> "There now appears to be general agreement that a teacher education program is performance-based if:
>
> 1. Competencies (knowledge, skills, behaviors) to be demonstrated by the student* are
>
> --derived from explicit conceptions of teacher roles,
>
> --stated so as to make possible assessment of a student's behavior in relation to specific competencies, and
>
> --made public in advance;
>
> 2. Criteria to be employed in assessing competencies are
>
> --based upon, and in harmony with, specified competencies,
>
> --explicit in stating expected levels of mastery under specified conditions, and
>
> --made public in advance;
>
> 3. Assessment of the student's competency
>
> --uses his performance as the primary source of evidence,
>
> --takes into account evidence of the student's knowledge relevant to planning for, analyzing, interpreting, or evaluating situations or behavior, and
>
> --strives for objectivity;
>
> 4. The student's rate of progress through the program is determined by demonstrated competency rather than by time or course completion;

*We have used "student" to mean the person completing the preparation program. Inservice teachers are not excluded from consideration, but the emphasis is on preservice or prospective teachers.

5. The instructional program is intended to facilitate the development and evaluation of the student's achievement of competencies specified."

This sounds very impressive, but there is one thing wrong with it: we do not know what constitutes good performance. We know something about what teachers need to know but we do not know which behaviors or skills or attitudes or what combinations of these affect student achievement. And, although Elam does not say it here, many advocates of this approach would like to structure programs which directly relate pupil achievement to given competencies. This simply cannot be done without more research, given all of the variables that affect student performance -- home life, socioeconomic background, school setting and size, etc. Those at the vanguard of this movement will talk about "partitioning teaching," or putting behaviors together into strategies, or developing modules, but the fact remains that they simply do not know which bits and pieces of behavior cause students to respond and learn. The public is being sold on a program that has no backbone.

Competency-based teacher education reflects the desire of efficiency experts to measure aspects of teaching which may not be measurable. They are operating on a peculiar combination of business theory (management by objectives, first widely used in the defense department in the early '60s) and Skinnerian psychology (behavior modification). There are a number of other negative features of this movement which I will list briefly:

1. Its inability to deal with the affective domain -- the least measurable aspect of teaching.

2. The desire of its advocates to reduce even the acquisition of knowledge and the ability to think to competencies.

3. The refusal of government advocates to provide any money for program transition, even though it is acknowledged that it is needed. You in the COP program know what this means.

4. The refusal of government advocates to make up for the lack of research by putting money into research to accompany these programs. The need for this is also acknowledged.

5. A tendency to undermine the importance of knowledge. We may know very little about the effects of teacher behavior, but we do know that a teacher needs to know subject matter to be able to teach it. She/he also ought to know something about child psychology. A good first grade teacher needs to know something about a wide variety of reading approaches (phonics, linguistic, basal, etc.) and to be familiar with the thinking of Erikson, Bruner, Piaget, Skinner, etc. Competency-based education tends to emphasize behaviors or performances over knowledge.

6. Related to the above -- CBTE provides entré for the idea that nonprofessional people can teach and that degrees are unimportant. Mastery of performance is put before understanding. Competency advocates would say that if positive reinforcement is deemed to be good, good teachers will practice it. But shouldn't they also know something about Skinnerian psychology in order to understand what they are doing? Shouldn't they know that there are alternative theories?

7. Actually, all of the above relate to the idea that nonprofessionals can teach children. The UFT firmly backs paraprofessional programs and the new careers idea as Frank Riessman well knows. But we do believe that there is something that distinguishes a professional from a nonprofessional, and it has to do with knowledge. Because of their knowledge, teachers make diagnoses and introduce material while paraprofessionals act as reinforcers. Paras need opportunities to become professionals through new career-type programs. But, teaching should not be thought of as behavioral competencies which once performed make one a teacher. We do not believe that five competencies mastered means five teaching functions you can now perform.

There are possibilities in the competency-based movement, however, despite all these negative features. It is generally agreed that the education of teachers does need to involve closer working relationships with real school systems. The field experience of student teachers needs development, and the competency-based movement rightfully points to field-centered instruction as a needed reform. We can also appreciate the re-examination of teacher education which is accompanying this movement.

Field experience is the link to the whole question of the governance of teacher education which the competency movement has focused on. In New York State, school districts and professional teacher organizations are being asked to participate in consortia which have the responsibility for transforming teacher education programs. The UFT welcomes this development since we believe that the working profession has many good ideas on what the new teacher needs to know.

But, we do not see why the new governance structure should limit its ideas to the competency-based framework. There are other models worth considering:

1. An internship in which fully licensed, fully paid teachers take one-half a teaching load and engage in supportive activities, gradually increasing their responsibilities until they are teaching fulltime.

2. Inservice education has new importance as fewer new people enter the school system. Teacher centers for both new and inservice teachers, for sharing of experience, and back-up advisory services, etc., are another possibility.

3. On-the-job teacher training services for paraprofessionals to supplement college course work.

We believe that all of these require research and adequate funding to provide a fair test. We believe the same of competency-based teacher education. Teacher organizations are now strong advocates of serious research because we recognize the need to define effective teaching more fully -- beyond the level of pure knowledge. But, we reject the notion that knowledge is unimportant or that unvalidated behaviors can serve as a substitute. To conclude on a positive note, competency-based teacher education could be a modest step forward if:

1. The importance of research is recognized and commitments are made to undertake it.

2. CBTE is advocated as one of many possible approaches to teacher education reform and not mandated wholesale as the single solution.

3. CBTE programs are given the necessary funding to provide for an orderly transition and accompanying research.

4. The expertise and interests of working teachers are considered and respected.

5. CBTE is not viewed as a way to water down the knowledge base essential to teaching in order to bring untrained people into the schools to perform teaching roles for less pay. We should take these same people (paraprofessionals) and give them the knowledge necessary to teach, through career ladder programs.

COMPETENCY-BASED TEACHER EDUCATION: HOAX, PANACEA, OR MODEST STEP FORWARD?

Remarks by Frank Riessman
Professor of Education, Queens College, City University of New York

Educators who are zealous advocates of competency-based teacher education as the one and only educational strategy for the future have begun to lose sight of the fact that the value of CBTE, like that of any other educational program, must be measured in terms of its effects on children s learning.

While the strength of the CBTE movement lies in its press for accountability, it has had the effect of focusing all eyes on teacher performance rather than students' progress. Because of this, CBTE has enormous possibilities as a diversion. The vast proliferation of performance criteria has already begun to obfuscate our primary goal: the reorganization of the teaching-learning experience so that children learn.

While many CBTE proponents have accepted as a given that teacher training and teacher behavior are critical for the learning of children, there is little empirical evidence to support this assertion. There is evidence, however, that school administrators may be key agents of change and that reducing class size and utilizing paraprofessionals may be determining factors in improving children's learning. Moreover, learning through teaching programs have also demonstrated remarkable results. In programs across the country, children who teach other children have had the opportunity to recognize their own strengths and take pride in their abilities and achievements. Such programs have not only been shown to affect children's cognitive learning (as measured by standard achievement tests) but have improved children's self-images and turned them on to learning.

Competency-based teacher education is far from being a panacea; rather, it must be viewed as one among many strategies for improving the schools' effectiveness. Above all, we must continually remind ourselves that the test of our efforts will be their effects on children's learning.

REGION II COMPETENCY-BASED TEACHER EDUCATION CONFERENCE
New York City, May 22-23, 1974

PROCEEDINGS OF WORKSHOP A: TOOLING UP FOR COMPETENCY-BASED TEACHER EDUCATION AT THE INSTITUTE OF HIGHER EDUCATION

Recorded by Gina Schachter

The workshop leader, Professor Charles E. Johnson, began by conducting a problem census. Each of the ten participants was asked to present questions, problems, or concerns which he/she had about the implementation of competency-based teacher education (CBTE) at institutions of higher education (IHE). A rather lengthy list was generated. Because of the limited amount of workshop time, participants decided to discuss two of the most pressing questions in depth. They were (a) How should teacher education students in IHEs be "graded" in CBTE programs? and (b) To what extent and in what manner should IHEs involve community forces in determining the nature of and arrangements for educational programs for teachers? Many of the other concerns were touched upon as these were explored.

Grading CBTE Students

The discussion of the problem of "grading" began with a general recognition of the fact that in an exemplary model of any competency-based program, there would be no "grades" in a conventional sense. In CBTE, both student progress evaluation and reporting are based on mastery criteria. That is, students must reach an acceptable level of performance on some given criteria before they can be regarded as competent. When they perform satisfactorily in a given competency, then they are ready to perform on-the-job, and this fact is publicized. Thus no grades are needed. This observation led to the consideration of two related questions: What sort of grading system, if any, should be used during the transition from a traditional program to a CBTE program? Once a CBTE program is implemented, what kinds of reporting should be used to distinguish between those who are merely competent and those who are highly proficient in a given competency?

The workshop recognized that it is not simply a matter of instituting mastery criteria for grades during the changeover from a traditional to a CBTE system. For example, in most IHEs there are millions of dollars invested in scholarship programs based on normal grading systems. Honors programs, special academic programs, football team minimum requirements, home reporting expectations, students transferring from CBTE programs to traditional programs, graduate school admissions records, the motivation habits of a number of students, and even fraternity acceptance criteria all require that attention be given to grades and grade point averages.

The workshop as a whole felt that there was sufficient evidence to conclude that during the transition from traditional to CBTE programs that it is necessary to use some approach to grading. Discussion led to a consideration of the "S" for satisfactory and "U" for unsatisfactory, the "A" for competent and the "I" for not-yet-competent, and a variety of other approaches. The workshop seemed to favor a three-letter grading system as the best solution they could

propose at that time: a student who demonstrates competency (or some enabling aspect of it) at a high level of proficiency would receive a grade of "A"; one who demonstrates simply acceptable performance would receive a grade of "B"; and one who has not yet demonstrated acceptable performance would receive an "I" (incomplete).

To evaluate trainees' teaching competencies in field situations, checklists and rating scales may be used. Moreover, profiles may be developed showing a student's overall performance on a number of required competencies. Evaluation could also include indications of the student's response to criteria-based items as well as the responses of his or her peers, cooperating teacher, and supervisors.

It was suggested that one way to help insure beginning teacher competence was to issue temporary certification upon the student's demonstration of acceptable teaching performance at time of graduation; satisfactory evaluations during the first year of teaching would be the condition on which a more permanent type of certificate would be granted.

Involving Community Forces in CBTE Programs

The advent of competency-based teacher education means that institutions of higher education and state departments of education must share responsibility for developing, implementing, and governing teacher education programs with a number of other groups which also affect or are affected by the education of teachers: administrators, inservice teachers, unions, professional organizations, and parent and community groups.

The workshop agreed that it was essential that the input and feedback roles of each group be specified and that each group exercise its greatest influence in the domain in which it is most qualified. For example, the special role of parent and community groups would be to assure the relevance of what is taught to the children in their community. Workshop participants who were familiar with educational practices in Puerto Rico noted that often the textbooks used in schools there are exact translations of those used in schools in the continental U.S., and, as a result, are in many ways unrelated to the everyday experience of Puerto Rican children. For example, trees common to the island are sometimes not mentioned in elementary school science books while others that cannot even be grown there are treated in detail, and social studies texts seldom mention Puerto Rican leaders. Parent and community groups not only in Puerto Rico but in other culturally different U.S. communities should bring to bear their knowledge of local conditions in the development of teacher education programs; moreover, they should be consulted once the programs are in operation and the newly trained teachers are functioning in the schools.

As regards the total involvement of all concerned with teacher preparation, some attention was given to exploration of whether or not the IHE was the most effective place for teacher education programs to be initiated. Consideration was given to whether more effective training could be accomplished if the program

was initiated by some other agency such as the local board of education or the teachers' professional association. No conclusion was reached on this matter, but the discussion provided evidence that the group felt that there is an important role to be played in teacher education by the teachers themselves through some representative agency.

Some Related Questions Which Were Discussed

1. How does one evaluate the more subjective human qualities essential to teaching?

In CBTE, teaching competencies are not the only concern. CBTE programs stress that we must plan to provide for humanism in teaching. They propose that this be done through the process by which teacher training candidates are selected, through self-selection during the early phases of the training program, by systematic provision for counseling, and by learning activities directed at helping students mature in their values and attitudes and in the skills with which they are used.

2. How do you get the faculty in IHEs to implement CBTE programs?

There are numerous approaches. They include: inservice training programs for staff, setting up committees to plan long-range goals (and practices) for the teacher education program, rewarding those who devote effort to CBTE program development and implementation, providing the resources needed to implement a CBTE program and designating it for this purpose, recruiting new staff who are already enthusiastic about CBTE, and mandating dates upon which certain phases of development toward CBTE will be completed.

3. What is recommended concerning the recertification of inservice teachers?

At the present time the evaluation devices proposed to determine the extent to which a teacher is professionally competent are not valid indicators for determining incompetence. Thus no action on recertification of inservice teachers should be undertaken with the instruments currently available from the CBTE movement. (Note that incompetence is not usually thought of as the inability to demonstrate professional teaching competencies. It is more often the result of mental illness, poor judgment, and inappropriate feelings or values and the behavior associated with these feelings.)

4. What kinds of CBTE programs are effective for inservice teachers?

All professional teachers should be expected to seek to improve their teaching competence. This cannot always be done effectively through daily practice. Thus teachers should be provided assistance. Such a program should begin with teachers making their own self-evaluation to determine where they need to direct their attention. They they should be given the resources they need to meet their objectives. General courses and workshops which "cover the whole course all over again" should be looked upon as a thing of the past.

5. Who should specify the professional teaching competencies for any particular CBTE program?

It is probably best to have the personnel who are going to implement the CBTE program formulate the statements of competencies. Normally this will mean that the staff will hold a common conceptualization of each competency. The danger of accepting a given list of teaching competencies is that the statements are really only symbolic indicators for the competencies and those who accept them without study tend to miss the fuller meanings given to them by the formulators.

6. Should there be a minimum required age for teachers?

This was an interesting digression. The philosophy of CBTE dictates that when you are competent you should be certified. If so, then theoretically at least, there should be no laws establishing a minimum age for certification. No conclusion was reached by the workshop group. However, the discussion indicated that not all are satisfied with any principle of teacher training that does not allow some opportunity for the accumulation of a variety of experiences. This probably indicates that some are justified in feeling that teacher educators may not be able to identify everything that is essential to teaching.

7. What are the dangers of localizing the training and certifying of teachers?

If the board of education, teachers' association, or some other local agency becomes the major authority for training and certifying teachers, then there is the danger that the teacher education program will be designed to serve the biases of the locality and neglect the broader concerns of the nation. For example, if the local teacher training agency is representative of the middle-class white males, then might we lose some of the ground we've gained in equalizing opportunities? If it is supported by regional interests, then might we lose some of our feelings of obligations for our neighbors elsewhere?

REGION II COMPETENCY-BASED TEACHER EDUCATION CONFERENCE
New York City, May 22-23, 1974

PROCEEDINGS OF WORKSHOP B: IDENTIFYING COMPETENCIES: THE TASK ANALYSIS APPROACH

Recorded by Valerie Cunningham

The major issue taken up by this workshop led by Edward Lander, Associate Director of the College of New Rochelle, is reported, in brief, below.

How the Task Analysis Process Can Facilitate the Identification, Design, Development, and Evaluation of Teaching Competencies

Task analysis, the process of dividing a specific job in terms of its various components, is one manner in which teaching competencies can be identified and integrated into a workable CBTE program. Traditionally, teacher training institutions have not adequately or realistically prepared teachers for their jobs ahead. However, the task analysis approach begins with the job itself by examining and analyzing teacher behavior that is observable, and by developing this behavior into competencies which prospective teachers can be trained to perform, and which can be evaluated objectively.

A completed task analysis of teacher behavior provides the basis for significant by-products which are the primary components of a CBTE program. Task analysis can help identify:

Competencies for entry level positions and other positions on the career ladder

Career ladders

Job descriptions

Educational and training designs for preservice and inservice training at various levels

Supportive services

Functional evaluation instruments

New roles for the professional

Task analysis allows for flexibility and can be modified to suit particular circumstances and settings. Competencies can be elicited by utilizing two processes: (1) observation and (2) reporting from groups or individuals who perform the job. However, since task analysis examines the nature of teaching behavior, competencies should be identified as close to that setting as possible. If this is not done, the resulting competencies will not be representative of the teaching process.

Other questions addressed by the workshop include:

1. Does the task analysis approach allow for the development of human relations competencies as well as those related to skills and knowledge?

2. Who is to be involved in identifying teaching competencies?

3. Should desirable qualities (warmth, friendliness, etc.) be included in the selection of future teachers and their job descriptions? If yes, how should they be incorporated, observed, and evaluated?

4. Can task analysis be utilized in developing better working relationships between teachers and paraprofessionals?

The following workshop products demonstrate an elementary example of activities carried out in the development of a task analysis and training design.

Workshop Expectations

Group I

1. How to identify, design, and develop specific competencies in the subject areas.

2. The development of criteria for competencies related to the various levels on the career lattice:

   a. preservice
   b. inservice
   c. experienced teachers

Group II

1. How to develop realistic competencies that can be mastered, evaluated, and integrated into a workable CBTE program.

2. How to develop a team approach in the identification of competencies.

Group III

1. Need for establishing a workable framework for identifying competencies.

2. How to design functional evaluation instruments for measuring competencies.

3. How to utilize information from CBTE programs already in operation.

TASK ANALYSIS (Modified)

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ACTIVITY (TASK)	CONDITIONS	SKILLS & KNOWLEDGE
1. Elicits stories from a small group of children to reinforce understanding of sequence.	HOW? 1. Greets the children. 2. Establishes rapport. 3. Introduces lesson by asking what they did today, yesterday, and the day before. 4. Probes and clarifies using phrases that indicate sequence. 5. Records responses and reactions of students. 6. Seeks responses from as many students as possible. 7. Evaluates quality of participation.	1. Knowledge of child development, maturity levels, etc. 2. Knowledge of the subject matter (sequence). 3. Knowledge of teaching strategies --motivation --procedure --style 4. Ability to apply teaching strategies. 5. Ability to group and regroup. 6. Ability to ask pivotal questions.

TRAINING DESIGN (Modified)

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SESSION TOPIC	OBJECTIVES		EXPECTED OUTCOMES	
	Trainee	Client	Trainee	Client
Eliciting stories	To convey an adequate knowledge of child development.	To respond to pictures and examples used.	85% of trainees will develop knowledge of child development as measured by tests or other criteria.	85% will indicate by verbal response an understanding of the concept of sequence.
	To develop ability to apply principles of child development.		85% will develop ability to apply principles as measured by peers' assessments in role play situations.	
	Development ability to probe and question using phrases that imply sequence.	To elicit responses that indicate a grasp of concept.		

SAMPLE COMPETENCY ASSESSMENT INSTRUMENT

DATE:

OBSERVER:

TASK: Elicits Stories

1. Greets the children

1 2 3 4 5 Comments

2. Introduces lesson by asking children what they did today, yesterday, etc.

1 2 3 4 5 Comments

3. Probes and clarifies questions

1 2 3 4 5 Comments

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PROCEEDINGS OF WORKSHOP C: LOCAL EDUCATION AGENCIES AND THE INSTITUTION OF HIGHER EDUCATION PARTNERSHIP TOWARD COMPETENCY-BASED TEACHER EDUCATION

Recorded by Musette El-Mohammed

IHE-LEA collaboration provides for the development of a structure in which a teacher training institution and a school system provide preservice and in-service training for teacher personnel. The workshop leader, Dean James Collins, began by giving operational definitions based on models of education centers which can be found both in Great Britain and the U.S. With the exception of minor semantic differences, centers in both countries share certain characteristics. Centers can have singular or multiple functions. Some centers are geared to respond to a variety of needs while others have a limited focus.

There are some problems which are inherent in the establishment of joint IHE-LEA programs. Included among these are: (1) problems of funding, (2) problems in governing, (3) implications for long-range implementation. A detailed discussion of these items then became the focal point for the two-day workshop, with the following excerpts representative of the major points.

1. Problems of funding can be solved through the use of monies provided in several federally funded programs, e.g., it is possible to utilize funds from a Teacher Corps project and a COP project, both of which provide inservice and preservice training. School systems might also reallocate their funds in order to meet the challenge. Examples of such policies can be found in several models throughout the country including West Genessee, Rochester, and Puerto Rico.

2. Governing a joint IHE-LEA program leads to the development of different roles by all participants. Responsibility for providing education in the inservice and preservice components is frequently shared by the college and with competent school district staff. Personnel from both the college and the LEA plan routinely and assess progress on a regular basis.

3. Implications for long-range implementation include a formalized structure for joint preservice and inservice training. Through this operation, facilities, materials, and personnel of a consortium can be utilized more effectively. Programs, then, such as CBTE, have a much greater opportunity for testing, assessment, and success.